



General Assembly

Distr.: General
30 April 2007

Original: English

Sixty-first session

Agenda item 132

**Administrative and budgetary aspects of the financing
of the United Nations peacekeeping operations**

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**Report of the Advisory Committee on Administrative and
Budgetary Questions**

Abbreviations

MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
ONUB	United Nations Operations in Burundi
UNIFIL	United Nations Interim Force in Lebanon
UNLB	United Nations Logistics Base at Brindisi, Italy
UNMEE	United Nations Mission in Ethiopia and Eritrea
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Mission in the Sudan
UNMIT	United Nations Integrated Mission in Timor-Leste

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions first issued a general report on peacekeeping operations in 1994 in response to a perceived need by the Committee to find a way of dealing with cross-cutting issues that related to more than one mission. Since 1994, the issuance of a general report has become an annual practice, although the intention of the Committee at the time was to issue such a report only when there were pressing cross-cutting issues that needed to be addressed. In preparing its general reports, the Advisory Committee has drawn on its consideration of proposals for individual peacekeeping operations, especially the larger ones, to identify important cross-cutting issues.

2. In 2006, the late submission of documentation by the Secretariat obliged the Advisory Committee to delay its winter session. Unfortunately, the reports of the Secretary-General on a number of the larger missions also came very late in the session. In addition, the Advisory Committee was required to consider a number of non-peacekeeping items during its session. As a result of these and other factors, the Advisory Committee was in a position to issue only an interim general report (A/60/880). Regrettably, those trends have persisted in 2007.

3. **The Committee recalls that, in its resolution 49/233 A, the General Assembly decided on the new financial period for peacekeeping, "aware of the substantial workload for the General Assembly, the Advisory Committee on Administrative and Budgetary Questions and the Secretariat", from the procedures then in place for reviewing peacekeeping budgets. In that spirit, the Advisory Committee's winter session was intended exclusively for the consideration of peacekeeping budgets and related questions. The Committee recognizes that other time-sensitive subjects will, from time to time, require attention during its winter session. However, at a time when the level of peacekeeping activities is at a record level, the Committee is concerned that this type of diversion from the main focus of its winter session appears to have become routine.**

4. In considering the reports of the Secretary-General on the financial performance of peacekeeping operations for the period 2005/06 and on proposed budgets for the period 2007/08, the Advisory Committee considered an advance copy of the report of the Board of Auditors on United Nations peacekeeping operations¹ and of the report of the Secretary-General on the implementation of the Board's recommendations (A/61/811). The Committee's observations regarding the Board's report are reflected in its report (A/61/866). It also took the Board's report into account in its review of the Secretary-General's budget proposals.

5. The Advisory Committee also had before it the overview report of the Secretary-General on budget performance for the period 2004/05 and budgets for 2006/07 (A/60/696) and an advance copy of the overview report on budget performance for the period 2005/06 and budgets for 2007/08 (A/61/786). The Committee does not report separately on the overview report but comments on relevant issues in the Committee's general report. **The Committee encourages the Secretariat to make future overview reports as concise as possible and to focus**

¹ *Official Records of the General Assembly, Sixty-first Session, Supplement No. 5 (A/61/5 (Vol. II)).*

on providing relevant and updated information in order to assist the General Assembly in its review of peacekeeping budgets.

6. The Advisory Committee also had before it reports of the Office of Internal Oversight Services on a number of issues relevant to its review of the financing of peacekeeping operations, including reports on the horizontal audit of fuel management in peacekeeping missions (A/61/760), the audit of the management structures of the Department of Peacekeeping Operations (A/61/743) and part two of its report on peacekeeping operations (A/61/264, (Part II)).

7. In its resolution 60/266 on cross-cutting issues, the General Assembly requested the Secretary-General to report on a number of subjects, including:

- (a) Training (sect. I, para. 4);
- (b) Temporary duty positions (sect. II, para. 5);
- (c) Consultants (sect. III, para. 2);
- (d) Accountability, fraud, corruption, mismanagement, misconduct and conflict of interest (sect. V, paras. 1-8);
- (e) Quick-impact projects (sect. VIII, para. 3);
- (f) Regional cooperation (sect. IX, para. 2);
- (g) Fuel management (sect. X), including preparation of a fuel management manual, standard operating procedures, the mission electronic fuel accounting system and annual fuel procurement plan;
- (h) Costing structure for air operations (sect. XI, para. 2);
- (i) Spare parts, including optimal levels of spare parts and the possible establishment of a mechanism for global management of spare parts (sect. XII, paras. 1 and 2);
- (j) Better use of technology (sect. XIII);
- (k) Disaster recovery (sect. XV);
- (l) Strategic deployment stocks (sect. XVI).

8. In his overview report (A/61/786), the Secretary-General addresses a number of these issues, including training, temporary duty positions, quick-impact projects, regional cooperation, fuel management, costing structure for air operations, spare parts and the better use of technology. Other issues are or will be addressed in separate reports. The Committee received an advance version of the comprehensive report of the Secretary-General on strengthening the capacity of the Organization to manage and sustain peace operations (A/61/858 and Add.1 and 2) too late. As a result, the Committee was not able to consider the report properly during its winter session and will therefore consider it early in May 2007.

9. The Committee's consideration of peacekeeping budgets and related reports was also enriched by its field visit to MONUC in February 2007. In addition to having a larger budget than any of the other peacekeeping operations, MONUC is also dealing with a broad range of problems and issues that could have wider relevance. The Committee's visit therefore also gave valuable insights into issues and challenges of broader application to other peacekeeping operations.

II. Documentation

10. Recognizing the challenges faced in preparing budgetary reports on peacekeeping and the special factors affecting some missions, the Advisory Committee encourages the Secretariat to continue its efforts to improve the quality and timely issuance of peacekeeping documents. The Committee comments further on this issue below.

11. The late submission of peacekeeping documentation was a serious impediment to the Advisory Committee's work on peacekeeping issues at its winter session. Documentation considered by the Committee included revisions to the budgets for the period 2006/07 of two peacekeeping operations (UNIFIL and UNMIT), the budgets for the period 2007/08 and/or performance reports for 17 operations, as well as related reports. The majority of the reports had to be considered in an advance unedited and untranslated version, as the documentation was submitted to the Committee simultaneously with its submission to the Department for General Assembly and Conference Management for processing. Two weeks before the closure of the Committee's session on 13 April 2007, three reports relating to three peacekeeping operations had yet to be received, even in the advance version. The Committee must have sufficient time to review the documents fully in order to provide high-quality reports to the General Assembly.

12. With regard to the preparation of performance reports, the Committee recalls that the peacekeeping budget cycle ends on 30 June. It considers that it should therefore be possible for the Secretariat to complete all performance reports by October and publish a printed version in all official languages by 31 December. The Directors of Administration/Chief Administrative Officers and the finance chiefs should be held accountable for the timely submission of budget reports.

13. With regard to budget proposals, the Committee considers that missions should submit their draft proposals to Headquarters by 30 November and that these should be reviewed by the Department of Peacekeeping Operations and the Department of Management within 30 to 60 days. On that basis, advance copies of the budget documents, together with the additional supporting information, should be submitted to the Advisory Committee between 1 and 28 February. This contrasts with the current situation, where some proposals are submitted for processing only in late April, for consideration by the Fifth Committee early in May. Designated heads of divisions/services in both the Department of Peacekeeping Operations and the Department of Management should be held accountable for strict adherence to this proposed schedule.

III. Results-based budgeting

14. The Advisory Committee recalls its observations and recommendations concerning results-based budgeting for peacekeeping (see A/59/736, paras. 33-40) and notes the efforts to improve the results-based budget presentations. It notes, however, that those efforts have had uneven results. The results-based framework should be clearly linked to the mandate of the mission established by the Security Council and the resources requested. Indicators of achievement should permit measurement of the results achieved. As requested by the

General Assembly in its resolution 59/296, they should also reflect, where possible, the mission's contribution to the expected accomplishments and objectives, and not those of Member States.

15. From the earliest stage of programme and budget preparation, the direct and continuous involvement of senior managers is critical. In addition, it could be given greater prominence if the budget and electronic performance appraisal system (e-PAS) cycles were synchronized and results-based objectives and indicators of achievement aligned with e-PAS goals. This should also promote greater accountability.

16. As regards the presentation of outputs, the Committee is of the opinion that, although the presentation in the reports of the Secretary-General should continue to provide the necessary evidence that the outputs described are contributing to the stated objectives and the attainment of the expected results, a number of the reports considered by the Committee evidenced a real need for streamlining. In some cases, the text on outputs consisted of a long list presenting a fragmented picture of activities without assessing progress towards the implementation of the mission's expected accomplishments.

17. With regard to programmatic presentation, the Committee notes that the requests for resources are often not linked either to outputs or to expected accomplishments and that it is therefore not possible to align financial resources directly with the results-based presentation. As the Committee has stated in the past, this linkage is an essential element of the results-based budgeting concept; without it, the whole exercise risks becoming an empty bureaucratic exercise with little value as a management tool, rather than a meaningful, functioning instrument for strategic planning, and requests for post and non-post resources are often asserted, rather than justified programmatically. An improved capacity to collect cost information would facilitate this linkage.

IV. Management issues

18. The Committee recalls that the General Assembly, in section IV, paragraph 2 of its resolution 59/296, requested the Secretary-General to monitor the evolution of structures in individual peacekeeping operations to avoid the duplication of functions and an excessive proportion of higher-grade posts, bearing in mind the mandates, complexities and specificities of each mission. The Committee believes that this issue requires continuing scrutiny. It believes that many proposals are based on a template of what an integrated mission should consist of rather than on analysis of functions, concrete workload and responsibilities. The Committee believes that an examination of the effectiveness of the template in the light of experience would be timely.

19. The Committee believes it essential to learn from experience and has therefore supported the best practices function at Headquarters and its extension to the field. Almost every mission now has a Best Practice Officer. The Committee believes that the time has come to evaluate in-house the impact and effectiveness of adding these capacities as distinct posts in the field.

20. **The Committee is concerned about the absence of evidence of concrete action to respond to the requests of the General Assembly and the Committee to the Secretary-General to ensure the efficiency and effectiveness of management and administrative processes before additional resources are requested. Adding post and non-post resources for inefficient processes is not an acceptable management practice.** In section IV, paragraph 6, of resolution 59/296, the Assembly urged the Secretary-General to review, streamline and simplify procedures and to recommend changes to regulations and rules, as appropriate, in order to support more effective and efficient administrative processes, with a view to achieving economies. The Committee suggested that the Secretariat draw upon the support of the Office of Internal Oversight Services to undertake such work (A/59/736, para. 25). **The Committee reiterates its recommendation.**

21. The Committee notes that the Office of Internal Oversight Services has prepared a comprehensive benchmarking study on organizational integration for the Department of Peacekeeping Operations (A/61/264 (Part II), para. 69). **The Committee recommends that the General Assembly request the Secretary-General to develop a specific strategy and plan for work process improvement, including timelines, the delineation of responsibilities, and methods for assessing progress, and report to the Assembly at the second part of its resumed sixty-second session. It further recommends that the Assembly request the Secretary-General to demonstrate that the management and administrative processes are efficient when seeking increased resources for administrative and support functions.**

V. Financial Management

22. The Committee recalls the General Assembly's request in its resolution 59/296, section III, paragraph 6, for a budget business process review and the report of the Office of Internal Oversight Services (A/60/717, para. 24), in which it described its findings, including a vague definition of responsibilities and accountability at the mission level and at Headquarters and the duplication of efforts by the Finance Management and Support Service of the Department of Peacekeeping Operations and the Peacekeeping Finance Division. The Office also pointed out the mismatch between the organizational structure and cost centres to which funds are allotted, and whose managers were delegated certifying authority for implementing the budget.

23. **The Committee notes that substantial capacity exists in missions and at Headquarters, in the Department of Peacekeeping Operations and the Department of Management, to support the budget function, but is far from persuaded that the sum of the capacity creates value commensurate with its cost. A system in which three actors redo each other's work is not productive. The Committee recommends that the General Assembly request the Secretary-General to include in his next overview report an identification of the resources in the field and at Headquarters devoted to the budget process and of the responsibilities and accountability of each actor in the process. It further recommends that the Assembly request the Secretary-General to streamline and expedite the process, identify more expeditious means of addressing off-cycle budgetary changes, and identify benchmarks to measure the quality and efficiency of the process. In undertaking the above actions, the Secretary-**

General should be mindful of the fact that whatever process is proposed should ensure fiscal prudence and budgetary discipline.

24. The Advisory Committee emphasizes the importance of clear lines of responsibility and accountability, financial as well as programmatic, and requests that this issue be addressed as a priority. **The Committee recommends that the General Assembly request the Secretary-General to reflect related measures in his next overview report.**

25. In its report, the Office of Internal Oversight Services also pointed out that, although funds are allocated to different cost centres, performance reports compare apportionments and expenditure by object codes at the overall level (A/60/717, para. 29). As a result, the performance of individual cost centres is not made available and accountability at that level is lost. The Office was informed that the Organization's financial systems did not support this type of analysis but that efforts were being made to provide more cost accounting in budget performance reports. **The Advisory Committee welcomes those efforts and recommends that the General Assembly request the Secretary-General to report on progress in his next overview report.**

26. The Advisory Committee notes with interest the conduct of a benchmarking analysis aimed at developing planning models for sizing and structuring multidimensional missions (see A/61/786, paras. 124-140). The intention is to provide staffing benchmarks for multidimensional peacekeeping operations. **The Committee looks forward to reviewing that analysis. It cautions against a template approach to staffing. The Committee recognizes that the operational circumstances of each mission would inevitably require specific judgements on structure and staffing. However, it would welcome the development of tools that would help to explain and analyse the requirements for staff, especially for support functions. The analysis should be based on the mandate and should draw not only on past patterns, but also on review of the relationship between staff numbers, concrete workload, and the difficulties foreseen, as well as the possible streamlining and simplification of working procedures. The Committee recommends that the General Assembly request the Secretary-General to report on this work by the resumed sixty-second session.**

27. The Advisory Committee also notes that it had proved necessary to cancel significant amounts of prior-period obligations in several missions. This fact, which was also highlighted by the Board of Auditors in its report (paras. 34-41), points to serious shortcomings in budget planning and administration, which should be rectified. **The Committee renews its call for more accurate forecasting of requirements and for stricter control over obligations.**

VI. Planning and organization of missions

28. The Advisory Committee emphasizes the importance of the work of the planning phase that precedes deployment of the mission (see also A/60/717, sect. VI). Shortcomings at that stage of the process can have costly consequences. An example of this was the delay in making adequate provision for accommodation for staff in UNMIS, with consequent additional costs.

29. The Committee notes the experience being accumulated on the planning and operations of integrated missions. **The Committee emphasizes the importance of drawing on lessons learned for the operation of ongoing missions and the planning of future operations. In this connection, it is important that the role of the mission be clearly delineated from those of its partners, both inside and outside the United Nations system, and that modalities for cooperation be established and well understood.**

VII. Military

30. The Advisory Committee notes significant variances from requirements budgeted for military personnel in a number of missions. As this is a major component of costs in most missions, **the Committee recommends that greater efforts be made to use realistic assumptions in the preparation of budget estimates for this item.**

31. The Committee also notes a frequent need to cancel unliquidated obligations raised for this among other items. **The Committee recommends that the amounts obligated for military costs be kept under review to avoid excessive unused obligations.**

32. The Committee further notes that the travel of military personnel on rotation is a major element of costs. It also notes some significant variances due to the costs of rotation, as well as efforts made to economize on these costs, including the possible use of wide-bodied aircraft based at Monrovia and Entebbe for rotation flights, in addition to other needs of the missions. **The Committee encourages the Secretary-General to explore ways of reducing the rotation element of military costs in the future. In order to facilitate its consideration of this question in the future, the Committee requests that data on rotation costs be provided in the context of its review of future performance and budget reports.**

33. The Committee notes that the deployment of a naval force in UNIFIL is an important new development in United Nations peacekeeping activities. **The Committee encourages the Secretary-General to consider the lessons learned from that deployment and to report thereon as appropriate. The forthcoming meeting of the working group on contingent-owned equipment should take up the question of appropriate rates of reimbursement for a number of new items associated with the deployment of a naval force and heavy equipment.**

34. As regards rations contracts, the Committee recalls the provisions of section XXII of General Assembly resolution 59/296 and the related information provided in the overview report issued in 2006 (A/60/696, paras. 67-69). It also notes observations on rations contracts in the report of the Board of Auditors (paras. 295-298). The Committee recalls that adequate provision of good quality rations are very important to the health and welfare of military personnel. **The Committee requests that this matter be borne in mind while concluding the global contract on rations and looks forward to receiving information on this issue in the proposed budgets of peacekeeping operations.**

35. The Advisory Committee recalls that, in its general report in 2005 (A/59/736, para. 50), it requested information on the findings of a working group of the Department of Peacekeeping Operations that had been established to review the

payment of mission subsistence allowance to staff officers in lieu of the provision of accommodation. In his 2006 overview report (A/60/596, para. 114) and his 2007 overview report (A/61/786, para. 94), the Secretary-General reported the working group's recommendation that, while staff officers should continue to have the status of contingent personnel, the allowance should be paid in the mission area in lieu of reimbursement to troop-contributing countries at the standard rates of reimbursement. **As indicated in its earlier report (A/59/736, para. 50), the Advisory Committee is of the opinion that a uniform policy should be adopted on this matter, with exceptions made only in clearly delineated and justified cases. The Committee therefore recommends the acceptance of the working group's recommendation on the status of United Nations staff officers and payment of the mission subsistence allowance to them in lieu of reimbursement to troop-contributing countries.**

VIII. Civilian personnel

36. The Advisory Committee notes with concern the continuing high vacancy rates for international staff in many peacekeeping operations, as they clearly have an impact on the effectiveness of the missions concerned and put additional pressure on the staff on board. Many missions face difficulties in timely recruitment as well as a high turnover rate of staff on board. The Committee notes that a number of missions with very high vacancy rates are nevertheless requesting more posts. **The Committee recommends that they focus on reducing vacancies before requesting increases in their staffing tables.**

37. As regards recruitment problems, a number of factors have been cited, including delays due to administrative procedures, unattractive conditions of service compared to other international employers in the mission area and many missions being designated as non-family duty stations. The latter two factors are also seen as contributing to high turnover rates. In addition, staff members often transfer to new and expanding missions, especially when the mission in which they serve is being drawn down or facing an uncertain future.

38. The Committee was informed that the Secretariat has taken a number of steps to tackle these problems, including enhanced delegation of authority to missions for recruitment and the temporary deployment of experienced officers ("tiger teams") to accelerate recruitment for new missions or those facing particularly high vacancy rates. The Committee also notes that reports are expected from the International Civil Service Commission and the Secretary-General on the entitlements of internationally recruited staff serving in non-family duty stations and, from the Secretary-General, on reform of the field service.

39. The Committee notes the steps taken by the Secretariat and encourages it to tackle the above-mentioned problems on an ongoing and systematic basis. The Advisory Committee favours enhanced delegation of authority to mission officials with regard to recruitment, and recommends that this delegation be accompanied by appropriate steps to ensure accountability.

40. The Committee has in the past commented on the issue of temporary duty assignments from one mission to another, which are defined for a maximum of three months, but can be renewed. Such assignments are sometimes necessary, especially during mission start-up. One characteristic of these arrangements is that the sending

mission cannot replace the staff member, and the receiving mission loses the capacity and experience gained. In some cases, in particular for missions of short duration, it could be more effective to allow the Secretary-General to second a staff member for up to a year, thereby allowing the sending mission to fill the vacancy while not disrupting the receiving mission. **The Committee recommends that the General Assembly request the Secretary-General to explore the feasibility of implementing this in a manner that retains the transparency and fairness intended by current procedures, and to provide information to the Assembly at its sixty-second session for its consideration in the context of human resources management.**

41. **The Committee further recommends that the Secretariat enhance the recruitment at all levels of candidates with the appropriate language skills. In this regard, it stresses the need to improve the situation in peacekeeping operations deployed in French-speaking countries.**

42. **In addition, the Committee expects that due attention will be given to maintaining an appropriate balance in selections at the senior management level, and to improving the gender balance at all levels.**

43. **The Committee notes that a number of missions are being downsized, in accordance with mandates and changes in operational requirements. In such cases, the Committee expects that the level of staffing and the related grading structure of posts will be kept under review, especially in the support units.**

44. **The Committee also notes that rates applied for United Nations Volunteers in UNMEE changed recently. In order to review the appropriate balance of mission staffing in future, the Committee requests that information on the cost of supporting Volunteers be provided in the context of the next peacekeeping budget cycle.**

45. **The Committee welcomes the efforts by the Secretariat to increase the level of national staffing in peacekeeping operations because this is cost-effective as well as being one way to build national capacity. The Committee recommends that the General Assembly request the Secretary-General to review the standards for the recruitment of National Professional Officers, so as to ensure that they are locally appropriate and avoid unnecessary barriers, and also explore ways of enhancing professional development for all categories of national staff.**

46. **While the Committee supports the use of national staff, proposals for increases must be fully justified. The Committee notes with concern that many missions have requested an increase in the number of national staff without any corresponding review of international staffing requirements. While some missions have done so, showing related reductions of requirements as efficiency gains, too many have not. When making proposals for an increase of national staff, it is imperative that all missions identify functions that are being taken over by such staff from international staff. This exercise is particularly important in the post-conflict peacebuilding stage.**

47. **The Committee requests that the Secretary-General address the matters outlined above in his next overview report.**

IX. Operational costs

Training

48. While it recognizes the importance of training to enhance the effectiveness of missions, the Committee considers that further steps should be taken to make training programmes more cost-effective and relevant to the needs of each mission. Travel for training should be reduced by emphasizing training of trainers and fully exploring the possibilities for videoconferencing and e-learning. The Committee notes, in this context, that the Secretariat agreed with the Board of Auditors (see A/61/5 (Vol. II), paras. 309 and 312, and A/61/811, paras. 82-88) that it implement measures to monitor missions in improving its training needs assessment and evaluate the cost-effectiveness of the current mode of training.

49. In view of the increasing role of national staff and the need to build national capacities and provide professional development opportunities for national staff, the Committee considers that national staff should be fully included in relevant training programmes.

Air operations

50. Air operations account for a third of all operational costs, amounting to \$600 million in the period 2006/07. The Committee notes continuous efforts to explore possibilities for economies and efficiencies in air operations, such as shifting to surface transportation where practical and economical, efficient scheduling of flights and regional pooling of air assets. In this context, the Committee notes that the procurement process to provide the services of two wide-bodied aircraft, positioned at Monrovia and Entebbe, is ongoing. Upon enquiry, the Committee was informed that this new air capacity is expected to result in substantial savings in troop rotation costs. The Committee notes that missions have been asked to reduce air operations budgets by 10 per cent over the period 2006/07. The Committee notes that the report, requested by the General Assembly in its resolution 60/266, section XI, paragraph 3, has not yet been submitted. The Committee observes that, as described in paragraph 29 of his overview report, the Secretary-General now envisages a comprehensive review of transportation requirements in large missions to be completed by the end of 2007. **The Committee recommends that the General Assembly request the Secretary-General to inform the Assembly at its resumed sixty-second session on the related findings, recommendations and efficiencies gained.**

51. Notwithstanding these efforts, the Committee notes that, with regard to the costing structure for air operations, there have been significant increases in requests for air operations in some missions. **The Committee requests that, in cases of significant increases in expenditure or contractual arrangements for aircraft, complete explanations, including any mitigating actions taken by the mission or by Headquarters, be provided in future budget proposals.**

52. The Committee recalls that, in section XI, paragraph 2, of its resolution 60/266, the General Assembly requested the Secretary-General to report to the Assembly at its sixty-second session, in the context of his overview report, on an analysis of the impact of the new costing structure relating to air operations. **The Committee looks forward to reviewing that report.**

Fuel management

53. In considering the question of fuel management, the Committee had before it a report by the Office of Internal Oversight Services on the horizontal audit of fuel management in peacekeeping operations (A/61/760). The Committee recalls that, in section X of its resolution 60/266, the General Assembly requested the Secretary-General to review all aspects of fuel management, including the preparation of a comprehensive fuel management manual, implementation of the electronic fuel accounting system, development of standard operating procedures on fuel management and preparation of an annual fuel procurement plan. The Secretary-General's response is contained in paragraphs 25 and 26 of his overview report (A/61/786).

54. The Committee notes that petrol, oil and lubricants are a major item of expenditure and are subject to a serious risk of fraud and abuse. Expenditures in the period 2006/07 were \$327 million. The Committee notes the steps taken to improve fuel management, including the mission electronic fuel accounting system, a pilot project that was implemented in UNAMSIL and subsequently extended to ONUB, UNMIL, UNIFIL and MONUC. **The Committee observes that the fuel management manual and standard operating procedures requested by the General Assembly were not prepared because requested funding for consultancy services was not approved by the Assembly for the period 2006/07. The Committee does not believe that this is a convincing explanation, because unutilized balances in the support account are available. The Committee recommends that the Secretary-General undertake the required work without further delay. It also notes the intention to review current business models for the provision of fuel. It looks forward to receiving information in the next overview report on the results of these reviews and on measures taken to improve fuel management, including information on the experience with the mission electronic fuel accounting system and Fuelog projects, as well as on plans to introduce alternative systems designed to support global fuel management expected to commence during the period 2008/09.**

Travel

55. **The Advisory Committee notes with concern that expenditure on travel greatly exceeded budgetary provisions in a number of missions. The Committee recommends that travel requirements be properly budgeted and that travel expenditures be kept within approved provisions.**

56. In the performance reports for the period 2005/06 for almost all missions, the Committee noticed a phenomenal increase of spending on in-mission travel. During the current financial period 2006/07, expenditure on this item is also exceeding budgetary assumptions and the projected expenditures for the period 2007/08 have therefore been estimated at a much higher level than in previous years. A major contributing factor in this increase appears to be the practice of paying daily subsistence and mission subsistence allowances for such travel, rather than reimbursing actual lodging costs during in-mission travel. The Committee also notes that the treatment of in-mission travel varied between missions; some reimbursed actual lodging costs, while others paid the allowances. **The Committee recommends that the General Assembly request the Secretary-General to analyse this question with a view to developing a consistent policy that is based on**

conditions on the ground and that is cost-effective and fair to the staff members involved, and to report thereon to the Assembly at its sixty-second session.

Quick-impact projects

57. The Committee considers that quick-impact projects can be a valuable tool for strengthening the links of missions with the local population. The Committee recalls that, in its resolution 60/266, the General Assembly requested the Secretary-General to report on a comprehensive policy for quick-impact projects. The Committee also considered in this context the report of the Board of Auditors and the report of the Secretary-General on the implementation of the Board's recommendations (A/61/5 (Vol. II), paras. 372, and A/61/811, paras. 106-107). The Committee notes that the Secretary-General included in his overview report (A/61/786, paras. 18-23) a summary of the policy on quick-impact projects that will define related budgetary requests for peacekeeping operations from 2008 onwards. It is also important to bear in mind that quick-impact projects should be implemented with minimal or no overhead charges so as to ensure that the maximum amount is spent for the direct benefit of the local people. The Committee recommends that the General Assembly request the Secretary-General to provide a further report and the Committee will review the matter further on the basis of fuller information with regard to the proposed policy.

Fraud, corruption, mismanagement, misconduct and conflict of interest

58. The Advisory Committee considers it essential that there be clear lines of authority and that they be accompanied by effective measures to ensure the accountability of those concerned. The Committee also considers it essential to pursue fraud cases in a timely fashion so as to minimize losses to the Organization, especially in the case of missions that are winding down or are being closed. In that context, the Committee notes a number of cases in UNAMSIL that are unlikely to be pursued effectively following the mission's closure.

Procurement/strategic deployment stocks

59. The Committee will consider the issue of procurement further in the context of its review of the forthcoming report on the subject. The question of strategic deployment stocks was considered in the context of the Committee's consideration of the performance and budget reports for UNLB and are addressed in its report thereon.

Public information

60. The Committee noted the important role played by Radio Okapi (jointly managed by MONUC and the Fondation Hirondelle) in the Democratic Republic of the Congo in disseminating accurate information to the population and in promoting an understanding of the role played by MONUC and also noted the potentially important role of radio in other missions.

61. As regards publications, the Committee emphasizes the importance of ensuring that adequate quantities be printed in the language or languages used in the countries, taking into account the languages used by the mission itself.

Regional cooperation

62. The Committee recalls that, in section IX, paragraph 2, of its resolution 60/266, the General Assembly requested the Secretary-General to develop and implement regional coordination plans and to report on progress achieved in the context of his next overview report. The corresponding information is provided in the overview report (A/61/786, paras. 24 and 95-102). **The Advisory Committee welcomes these initiatives in regional and inter-mission cooperation, which include activities relating to aviation safety, medical services, air operations, a strategic air operations centre, air medical evacuations and a coastal freighter, and intends to monitor their effectiveness in the context of the budget proposals for the period 2008/09.**

Annex

Reports considered by the Advisory Committee on Administrative and Budgetary Questions

Report of the Board of Auditors to the General Assembly on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2006 (A/61/5 (Vol. II)), the report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the financial period ended 30 June 2006 (A/61/811) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/61/866)

Reports of the Secretary-General on financial performance for the period from 1 July 2005 to 30 June 2006 and/or on proposed budgets for the period from 1 July 2007 to 30 June 2008 of the peacekeeping operations. The reports of the Advisory Committee concerning the specific peacekeeping operations are presented as addenda to the present report. The list below gives the symbols of the reports of the Secretary-General on financial performance and on the proposed budget (or the disposition of assets, where applicable) and the reports of the Committee, in that order:

United Nations Disengagement Observer Force (A/61/662, A/61/671 and Corr.1 and A/61/852/Add.1)

United Nations Mission of Support in East Timor (A/61/670 and A/61/852/Add.2)

United Nations Mission for the Referendum in Western Sahara (A/61/683, A/61/744 and A/61/852/Add.3)

United Nations Peacekeeping Force in Cyprus (A/61/724, A/61/774 and A/61/852/Add.4)

United Nations Mission in Sierra Leone (A/61/682, A/61/819 and A/61/852/Add.5)

United Nations Operation in Burundi (A/61/716 and Corr.1 and A/61/852/Add.6)

United Nations Mission in Liberia (A/61/715, A/61/783 and A/61/852/Add.7)

United Nations Interim Administration Mission in Kosovo (A/61/675, A/61/776 and A/61/852/Add.8)

United Nations Mission in Ethiopia and Eritrea (A/61/720, A/61/842 and A/61/852/Add.9)

United Nations Observer Mission in Georgia (A/61/700, A/61/764 and Corr.1 and A/61/852/Add.10)

United Nations Organization Mission in the Democratic Republic of the Congo (A/61/672, A/61/767 and Corr.1 and A/61/852/Add.11)

United Nations Operation in Côte d'Ivoire (A/61/673, A/61/773 and A/61/852/Add.12)

United Nations Mission in the Sudan (A/61/689, A/61/745 and A/61/852/Add.13)

United Nations Logistics Base at Brindisi (A/61/679, A/61/752 and A/61/852/Add.14)

United Nations Stabilization Mission in Haiti (A/61/741, A/61/869 and A/61/852/Add.15)

United Nations Interim Force in Lebanon (A/61/870 and A/61/852/Add.16)

United Nations Integrated Mission in Timor-Leste (A/61/871 and A/61/852/Add.17)

Reports of the Secretary-General on or relevant to peacekeeping matters on which the Committee commented separately. The list below gives the symbols of the report(s) of the Secretary-General and the report of the Committee, in that order:

Budget for the United Nations Integration Mission in Timor-Leste for the period from 25 August 2006 to 30 June 2007 (A/61/759 and A/61/802)

Budget for the United Nations Interim Force in Lebanon for the period from 1 July 2006 to 30 June 2007 (A/61/766 and A/61/803)

Financing of the United Nations Operation in Burundi (A/61/771 and A/61/790)

Special measures for protection from sexual exploitation and sexual abuse and comprehensive report prepared pursuant to General Assembly resolution 59/296 on sexual exploitation and sexual abuse, including policy development, implementation and full justification of proposed capacity on personnel conduct issues (A/60/861, A/60/862 and A/61/886)

Liabilities and proposed funding for after-service health insurance benefits (A/61/730 and A/61/791)

Report of the Redesign Panel on the United Nations system of administration of justice (A/61/205, A/61/758 and A/61/815)